

STATE-REGIONAL LAND USE PLANNING STUDIES

Volume Four -- Spring 1976

Task Force Study Program

edited by Michael Steele

Overview of Task Force Program

Introduction

Decentralized Model

for State-Regional Land Use Planning

State Level Study Program

Regional Level Study Program

Internal Operation of Workshop

List of Figures

1. Responsibilities under the DCM
2. The Decentralized Model (DCM)
3. Task Force Relationships
4. Spring Workshop Calendar

Appendix A -- Assumptions and Procedures for the DCM

State-Regional Land Use Planning Task Force

December 1975

Department of Urban and Regional Planning, University of Illinois



## OVERVIEW OF THE TASK FORCE PROGRAM

### State-Regional Land Use Planning

During the fall semester 1975 a Task Force of ten undergraduate and graduate students of Urban and Regional Planning conducted a series of exploratory studies focused on state and regional land use planning. This Task Force was under the general guidance of Professor Louis Wetmore and Teaching Assistant Charles Cumby.

This exploratory workshop developed several studies which are published in three volumes. The workshop also defined a set of focused studies for the spring semester at both the state and regional levels. The set of reports will provide important background for the spring workshop.


Without these materials and without the conceptual framework devised by the fall workshop the work program for the spring workshop could not have been formulated or carried out. The results of the spring workshop are expected to be relatively definitive procedures for the land resource management program by the State of Illinois and for regional land use planning by the South Central Illinois Region.

The fall workshop had the cooperation and critical comment of Fred Walker, Director of the South Central Illinois Regional Planning and Development Commission; of Laird Starrick, Program Manager for land resource planning for the Department of Local Government Affairs; and Joseph Marinich, Executive Director of the Council of State Community Affairs Agencies.

On occasions during the fall semester the Task Force reviewed materials with Walker and Starrick. At a major review session on November 21st Walker, Starrick and Marinich gave essential guidance in formulating the spring workshop program.

The Three-Stage Work Program. The fall workshop was organized in three separate stages. At the end of each stage the work program for the next stage was formulated. At the end of the third stage the work program for the spring workshop was defined. In other words, each stage comprised a set of studies which explored the broad question of state and regional land use planning responsive to the HUD requirements that each state and each region have a completed land use element and policies by August of 1977.

Stage I resulted in a set of reports on September 26th which analyzed the requirements for land use planning as a basis for policy decisions in housing, transportation, and water resource development. These are three of the nine areas of concern which HUD requires be considered in the comprehensive land use element.



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In each case appropriate models for planning were identified and analyzed as to the land use inputs required. In each case the substantive issues and the status of plans in the South Central Illinois Region were appraised.

Stage I provided an essential orientation for the Task Force. All participants became familiar with a variety of plan-making models and the significance of the HUD requirements. The field trip to the Regional Commission office in Salem gave insights into the character of the region and its cities.

Stage II. The second stage defined four next step study areas. The first two studies devised alternative models for regional land use planning. The third study devised a broad framework for relating state and regional land use planning. The fourth study area analyzed approaches to defining a regional land use planning work program.

During this second stage all of the studies were on a team basis and resulted in a series of conceptual frameworks.

Stage III. The third stage began at the end of October and continued through November. Individual studies were pursued by the ten members of the Task Force. Each study was aimed at analysis of a particular substantive or procedural question which had been identified in Stage II.

During the last two weeks of the semester these papers were organized in the form of an oral/graphic presentation. One presentation was directed to the South Central Illinois Regional Commission. Because of bad weather the report to the Commission was deferred but will be made in January.

Oral reports were prepared by Joe Frank for the papers in Volume Two; Larry Debb for the study on Water Supply Procedures; and by Joanne Malinowski for the content of Volume One.

The report to the Commission and a summary report to the professional advisers were presented at the meeting on November 21st. From that meeting and critique the spring workshop program was defined.

Subsequent to the meeting the Task Force defined three volumes of papers which were to be edited and organized for reproduction. These edited volumes comprise papers developed in the second and third stages.





Volume One incorporates several papers that deal with regional land use planning models and work program procedures. This volume was edited by Joanne Malinowski from papers by Michael Steele, Larry Debb, Yvonne Taylor, Joe Frank, Kathi Ingrish, David Behr and Luba Bozinovich. The graphics were prepared by David Behr.

Volume Two comprises several papers focused on urban development and resource conservation questions in Effingham County which is representative of the three-county South Central Illinois Region. This volume was edited by Kathi Ingrish and contains papers by Kathi Ingrish, Luba Bozinovich, Jeff Coleman and Larry Debb. The graphics were prepared by Jeff Coleman.

Volume Three comprises three papers which look at the variety of sub-state regional situations. Recognition of the range of metropolitan, urbanizing and rural regions is essential to a workable state/regional land use planning procedure. The volume was edited by Mitchell Burack from papers by David Behr, Joanne Malinowski and Mitchell Burack.

Volume Four comprises the work program for the spring semester. The initial document is the Decentralized Model for state/regional land use planning evolved from the November 21st seminar. This provides the broad conceptual framework for the state level and regional level sections of the spring study program.

The state level study program, and the regional level program of studies, are outlined. The final sections of this volume detail the internal operations of the workshop and schedule the seminars and two meetings for final presentations.

The content of this volume was edited by Michael Steele from materials developed by Steele, Charles Cumby and Louis Wetmore. These materials were reviewed by and adjusted as a result of constructive criticism from Laird Starrick and Fred Walker.

Reproduction and assembly of the final reports were directed by Charles Cumby and accomplished by Luba Bozinovich, Yvonne Taylor, and Larry Debb.





## INTRODUCTION

### Rationale

The Department of Housing and Urban Development has issued regulations that require State and Sub-State Regional Planning agencies that receive federal "701" funds to prepare generally defined land use elements by August 1977. This directive has impelled the State of Illinois, other states, and regional agencies to begin looking at the ways in which the HUD land use requirements might be accomplished in their various jurisdictions.

For the State of Illinois, the Department of Local Government Affairs (DLGA) has been assigned the responsibility of investigating the methods by which land use management might be achieved on a state-wide basis. As part of these investigations, DLGA has expressed interest in participating with the Spring Workshop in its analysis of a Decentralized Model (DCM) for state and regional land use planning.

In parallel with DLGA's interest in finding feasible state level systems for coordinating overall land resource management in Illinois, another group, the Council of State Community Affairs Agencies (COSCAA), has been examining state land use programs on a nation-wide basis. COSCAA has indicated that they, too, would welcome an appraisal of the DCM. It is felt by COSCAA that the DCM might be transferrable to other states that are similar in nature to Illinois.

Additionally, since sub-state regional planning agencies must also develop land use elements, the South Central Illinois Regional Planning Commission (SCIR) is supporting efforts of the Spring Workshop that are directed toward the development of a regional work program and role under the DCM.

The DCM is appropriately the subject of University study because models which are currently available for state-wide land use planning are largely directed toward solving the problems of states (such as Vermont or Hawaii) that are very much unlike a group of states which includes the State of Illinois. The need exists for a resource management and decision making model that can be used by large diverse states with land use management problems dissimilar to those of smaller, more homogeneous states.



## Clients

The clients for the Spring Workshop are DLGA, COSCAA and SCIR. Each is interested in participating with the Workshop in different ways.

### DLGA

DLGA, as mentioned earlier, is interested in evaluating the ways in which the DCM might prove useful in attempts to formulate a land resource management program for the State of Illinois. This interest is appropriately focused on local area-wide and state level concerns. For example, in the area of "coordination" the DCM model might illustrate how state level agencies (SLA's) can coordinate their programs and policies affecting land use both between the SLA's (horizontally) and between the state, regional and municipal agencies (vertically). This interest would not lie in how the region will coordinate the local planning agencies, though this of course is a vital aspect of any overall land use management system.

DLGA's envisioned role in the Spring Workshop will be that of advisor. DLGA will provide guidance and advice throughout the course of the Workshop as to the feasibility and validity of the various research efforts as they pertain to Illinois. It is proposed that DLGA underwrite portions of the Workshop's operational expenses.

### SCIR P & DC

Another client for the Workshop will be SCIRP & DC. The Regional Commission is interested in determining the role that it might play under a state-wide Decentralized Model. Specifically, SCIR is seeking assistance in formulating a workable land use element program and procedures for use in its land use planning efforts. It is proposed that Mr. Fred Walker, Executive Director of the South Central Illinois Regional Planning and Development Commission, and members of his staff periodically participate in seminars and evaluate the progress of the work efforts of the Spring Workshop. As in the case with DLGA, it is proposed that SCIR also contribute funds in support of the operation of the Spring Workshop.



## COSCAA

COSCAA is primarily interested in determining the utility of the DCM as it might be used in various other states. While COSCAA may not be providing funds for the Spring Workshop, it is envisioned that Mr. Joseph Marinich will represent COSCAA's interests at various points as the Workshop proceeds. Mr. Marinich has offered to keep the Workshop informed of activities being carried out in other states which are relevant to the subject of the Workshop. The products of the Workshop will be critiqued by Mr. Marinich in light of their transferability to the situations of other states.

## The Current Situation in Illinois

Currently, in Illinois, there is no single agency at the state level which has responsibility for all physical development planning. The Bureau of the Budget, the Illinois Department of Transportation, IEPA, Conservation, DLGA and others are all charged with carrying out various planning related functions. This is reflected in two assumed conditions:

1. There is a lack of overall coordination of physical development oriented planning between state agencies and between state and regional local agencies.
2. Much emphasis of planning in Illinois is on the regional or local level.

The Illinois situation is further characterized by a great diversity among the regions of the state. The contrast between regions is exemplified by the differences between the Chicago Metropolitan Area, with its highly urbanized character, and the South Central Illinois Area which is largely farmland dotted with occasional small cities. This diversity among regions is also manifested in the relative priority assigned to issues in different areas. In the Chicago area, mass transit is considered a very high priority problem, while in the South Central Illinois Region this same issue is of little concern to the largely rural population of the area.

The capabilities of local and regional planning agencies also vary throughout the state. The Northeastern Illinois Planning Commission (NIPC) is a well established, sophisticated agency. Certainly this staff, which numbers over one hundred, has greater capabilities (at least numerically and fiscally) than that of SCIR,







which is staffed by fewer than ten professionals.

The current status of planning in Illinois can thus be characterized by a lack of fully coordinated state level planning, a diversity of regions reflected in variations of issues and agency capabilities, and significant emphasis on regional and local planning responsibilities.

### The Problems

A land resource management program supported by state government in Illinois or elsewhere must resolve several problems:

1. How can the strong history of support for regional and local agencies be continued as the necessity for state involvement in certain land use problems grows?
2. How can the variations in capabilities among regional agencies be accounted for in any unified state land use management system?
3. The state level agencies formulate programs and policies that often have strong impacts on land use. Yet coordination does not fully exist among some of the agencies which formulate and carry out programs. Neither is there any formal coordination mechanism between regional agencies and the state.

The Decentralized Model for land resource management on a state-wide basis has been generally formulated as an attempt to resolve these and other problems which face the state and regional agencies in Illinois.

### The Workshop Focus

Activities of the Spring Workshop will be directed toward evaluating the utility of the DCM in Illinois. The focus will not be exclusively at the state level in that the studies will include an examination of possible roles and procedures which a regional agency might adopt to operate under such a model.

Coordination procedures among state level agencies and among the state and region will be thoroughly examined. Research into fiscal/policy analysis of the DCM, development/conservation considerations under the DCM and the internal operational characteristics of the model will also be conducted. Subsequently, proposals will be made concerning the possible revision of the DCM.



The next section of this report contains a presentation and brief explanation of the DCM as currently defined. The Spring Workshop will analyze and test assumptions currently made part of this general model. Next the State and Regional Level Study Programs are discussed, and finally the operation and schedule for the Spring Workshop as a whole is detailed.



## THE DECENTRALIZED MODEL

Because of current conditions in Illinois, it is assumed that the need exists for a land use planning model which places the locus of initiative and communications at the regional and/or local level. The need also exists for a framework for planning under which the state can encourage coordination with and support for the policies and plans of the regions.

Both state and regional considerations must be met in any adequate model for land use management in Illinois.

The Decentralized Model has been formulated through discussions between the Fall Workshop members and representatives of DLGA, SCIR and COSCAA. An outline of possible state and regional Procedures is presented below. (See Appendix A for a structured listing of assumptions and procedures).

### Responsibilities Under the DCM

State Level Responsibilities. Fig. No. 1 indicates that under the DCM the state does not formulate land use plans or policies for mandatory adoption by regional or local agencies. Rather, the primary role of the state under the DCM is a supportive one. Information on state programs and policies is provided by the state along with guidelines which the state formulates to assure the successful operation of the system.

Within this decentralized system the state does review plans formulated by the regional agencies and adopts or otherwise employs sections of the regional plans/policies necessary to guide state level programs as related to land use within the region.

Regional Level Responsibilities. While the regional agencies are assigned a significant number of responsibilities under the DCM, it must be made clear that the role of the region in the model as developed is basically that of facilitator. The responsibilities of the region must be examined with this role in mind.

The regional agencies are given primary responsibility for determining what the nature of "optimal" development will be for





# RESPONSIBILITIES UNDER THE DECENTRALIZED MODEL

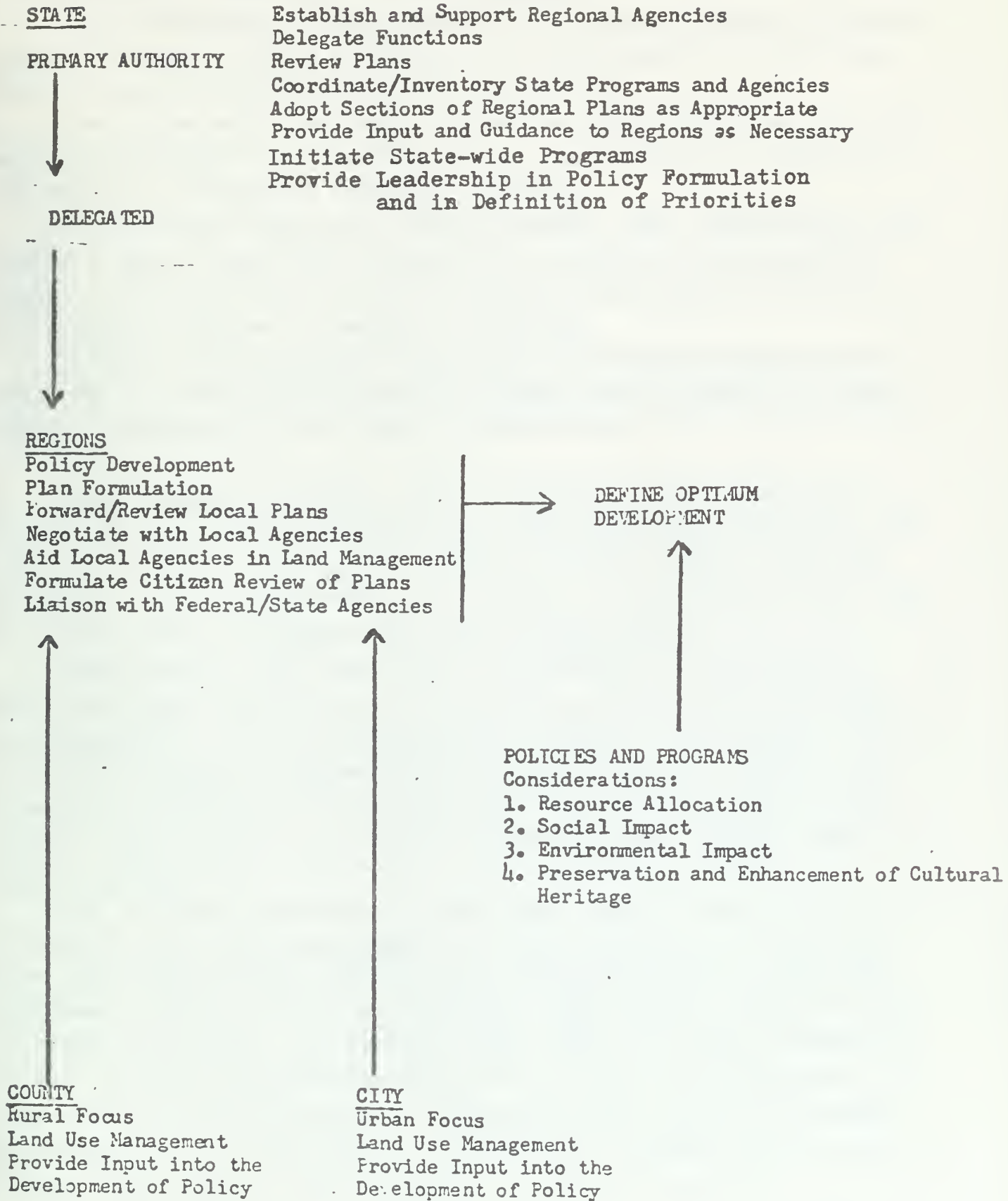


FIGURE 1



their regions. (See Fig. 1 under "Regions").

This determination must include issues identification, problem quantification, priority setting, policy development, and land management program implementation for the region.

The region must also assure effective participation of the local units of government and the citizens of the region as it formulates the region's recommended plans and policies.

In developing policy the regional agency (more specifically the agency's policy board) must consider the social and environmental impact of the policies as well as assessing the possible effects of the proposed policies on resource allocation.

Finally, the regions are responsible for considering ways in which their plans and policies will enhance and preserve the unique cultural characteristics of their jurisdiction.

Local Responsibilities. Under the DCM developed thus far, cities and counties are charged with providing local perspectives on land use issues to the regional agencies as the region's plans are prepared. It is assumed that the concerns of the counties will tend to be more rural in nature than those of the cities.

Additionally, the local level (city/county) is the level at which the plans and policies of the region are ultimately approved and implemented. This implementation is carried out by means of a land use management program which has been previously devised with input from the cities, the counties and the regional agency policy board. These responsibilities are presented under "County" and "City" in Fig. 1.

The Decentralized Model is admittedly biased toward the regional and local planning agencies. These agencies, collectively, have significant responsibility for the determination of land use problems, programs, plans and policies. Furthermore, units of local government, regional organizations, and others exercise considerable control in the implementation stage via the land use management program with its identification of responsibilities for each municipal government and the development of appropriate implementation tools -- zoning, land banking, tax incentive, or similar measures.

By giving the local and regional agencies this large amount of



responsibility and authority it is anticipated that testing of the model will identify certain programs, functions and responsibilities appropriate to the local/regional level and others which are more usefully retained by or returned to the state.

### Operational Aspects of the DCM

Fig. No. 2 is a graphic representation of the operational characteristics of the Decentralized Model. It is possible, by using this diagram, to trace the steps involved in the formulation of a region's plan.

The process begins in the lower left hand corner under "Regional Agencies." Following state guidelines, the regional agency would make initial formulations under the "Land Use Program" and the "Land Use Policy" headings.

The roles of the regions and the cities and counties would be determined for a land use management program focused around each of three broad issues: urban development, resource conservation, and environmental preservation.

Similarly, recommended policy concerning these issues would be developed in a sequential manner with urban development being the first issue addressed.

As the role and policies are developed for each issue they are presented to the cities and counties for revision and review.

This revision is accomplished under the stage of the diagram entitled "Negotiation." It is possible that at this stage (or any stage, actually) the state agencies may also participate so that their considerations may be incorporated into the final plans and policies.

After negotiation, the land use program roles and policies for each issue are assembled as a unitary package. This package is introduced into whatever regional public review and participation process the regional agency has set up.

After this regional review, the package is forwarded to appropriate state agencies where it is reviewed. The state, upon a favorable review, would then adopt or employ sections of the package as necessary to guide state level programs or to readjust policy.





After the state has reviewed the regional plans and approved them the regional agency then formally adopts the package. Equally important is adoption of relevant parts of the policies statement and management procedure by counties and cities.

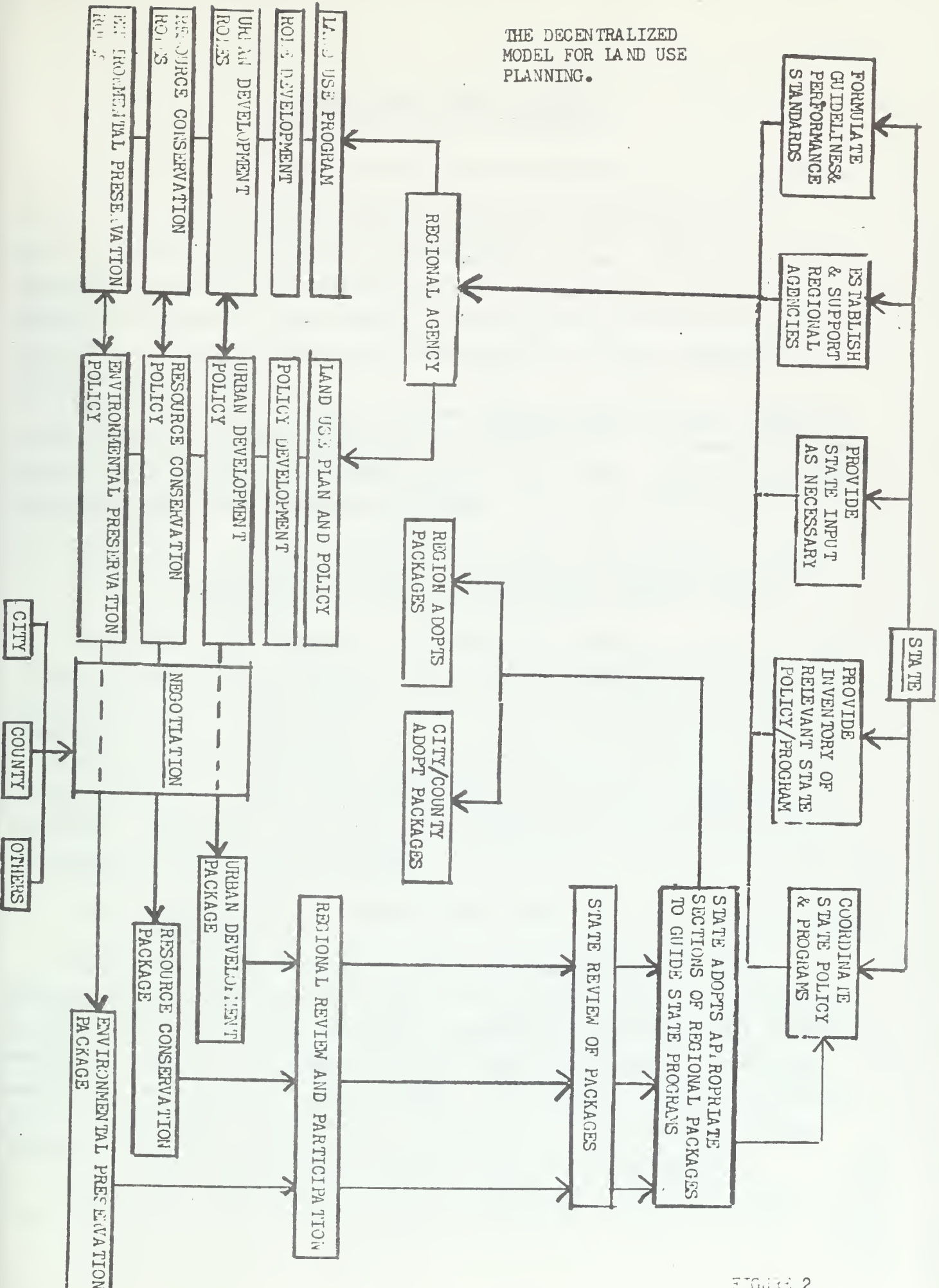
Note that these packages are formulated and processed sequentially in a building block approach. The region's plan is considered to be constituted of these three packages in addition to whatever additional studies and programs are deemed suitable or necessary for the region.

The responsibilities and procedures called for in the DCM are presented in more detail in Appendix A.

In order to better examine the DCM as it relates to the interests of DLGA, COSCAA and SCIR, the Spring Workshop has been divided into two separate study programs: the State Level Study Program and the Regional Level Study Program.



THE DECENTRALIZED  
MODEL FOR LAND USE  
PLANNING.





## STATE LEVEL STUDY PROGRAM

The state level section will evaluate/analyze the way in which the DCM fits Illinois and its situation. The analysis will be carried out by six graduate students enrolled in the Workshop. In addition, this effort will be paralleled by three Independent Study projects including two Masters Projects conducted by second-year graduate students. Joint study is being pursued because of mutual interest in state-regional land use planning and the perspective provided by the DCM.

The state section effort of the Workshop will include analysis of the DCM from several operational perspectives. To research these issues, each of the six Workshop members and three independent study students have defined an area of study.

### S-1. ANALYSIS OF THE DECENTRALIZED MODEL IN RELATION TO ITS FEASIBILITY IN ILLINOIS AND OTHER SIMILAR STATES MIKE STEELE

This study will examine the workable/unworkable elements of the DCM as it might be implemented in Illinois. Further, the usefulness and adaptability of the DCM to other states of similar size and diversity will be appraised.

The internal operations of the model will be evaluated in light of the results of these and other studies carried out through the Workshop. Necessary revisions of the model will be identified and incorporated into a revised model.

### S-2. POLICY DECISION COORDINATION WITHIN THE DECENTRALIZED MODEL DON SHANE

This study will analyze the need for centralized review of policy decision making within the Decentralized Model. In order to do this the analyst will identify appropriate procedures for decision making in regard to the major policy areas perceived to be present under the Decentralized Model (DCM). For example, review procedures for regional land use plans and formulation of state level policy guides for regional land use planning will be investigated.

This study will identify the key actors and the operational characteristics of the state policy coordination effort that is





necessary under a decentralized land use management structure. The study will also identify possible roles to be played by the Executive and Legislative branches of government in regard to policy formulation.

S-3. ROLE ANALYSIS OF SELECTED STATE LEVEL AGENCIES (SLA)  
 WITHIN THE DECENTRALIZED MODEL  
 MARVIN TICK

This study will look at two or three SLA's whose assigned functions have significant impact on growth and development in Illinois. These agencies' potential roles in the DCM will be identified and discussed in terms of feasibility, relations with regional agencies and relations with other SLA's. These agencies will be identified in cooperation with DLGA personnel.

Further, some analysis will be carried out as to how the SLA's might incorporate the region's plans and policies into the SLA's programs and plans. Also, the ways in which the SLA's provide input to the formulation of regional plans will be examined.

S-4. FISCAL ANALYSIS OF THE DECENTRALIZED MODEL  
 MIKE ARCHER

An analysis of the potential flow of federal, state and other dollars under the DCM will be carried out. The ways in which funding can be manipulated to encourage the implementation of the DCM will be studied in light of the current budgeting procedures in Illinois.

Also, federal program dollars and their impact upon the success or failure of the DCM in Illinois will be analyzed, along with a state level perspective on the overall increase/decrease in costs relative to the adoption of the DCM by the state.

S-5. THE GROWTH POINT CONCEPT AND THE DECENTRALIZED MODEL  
 MIKE HATMAKER

This study will analyze the ways in which the "growth point concept" can be incorporated into the DCM. As background, the study will examine the experiences and models of other governments' efforts to delineate areas for growth -- including the experiences of the Province of Ontario, Canada.

The study will define the roles that could be played by the state, regions and municipalities in the process of designating and



encouraging the development of growth areas in Illinois. Additional research will also be directed toward analyzing the mechanisms that will allow such "growth" areas to achieve the level of development they have been assigned.

S-6. THE CONSERVATION/PRESERVATION CONCEPT  
AND THE DECENTRALIZED MODEL  
JANINE HATMAKER

The available models for conservation and preservation of land will be utilized in identifying the appropriate roles for different levels of government under the DCM.

Consideration will be given to the concept that "conservation" is a different approach to land use than is "preservation" and the idea that different regions within the state will focus on one or the other approach in differing ways. As a basis for this effort, workable definitions of the terms "conservation" and "preservation" will be developed.

I-1. REGIONAL AGENCIES AND THE RESOLUTION OF ISSUE CONFLICT  
JOE FRANK

This research project will identify regional issues that exhibited a "high" level of intergovernmental conflict and suggest the ways or instruments that could make the Regional Planning Commissions more effective in facilitating the resolution of such conflict.

I-2. STATE SUPPORT IN RELATION TO REGIONAL AGENCY VARIATIONS  
MITCH BURACK

Based upon work during the Fall Semester, this study will further define the procedures which the state might use to, first, evaluate the needs of a regional planning agency and, second, to determine the appropriate support to be given each agency. The project is premised upon the hypothesis that there is considerable variation among the capacities and work programs of regional agencies in the State of Illinois.

I-3. STATE LEVEL INITIATIVES IN LAND USE MANAGEMENT  
CHUCK CUMBY

While broadly focused upon determining the ways in which state level action might be taken to initiate a state-wide land use



management system, this study will deal primarily with the problems involved in coordinating the state level line agencies in Illinois in regard to land use related programs and projects.

The principal clients for the state section will be DLGA and COSCAA. Representatives of these two groups will periodically review the work of the state section and provide redirection and revisions as needed.

The joint product for the state level section will be a series of evaluation reports. Each report will focus on the topic investigated as it pertains to the possible implementation of the DCM in Illinois.

It is anticipated a separate report will be compiled which takes into account the proposals of both the regional and state level sections concerning necessary revisions of the DCM. This report will also address the topic of the "transferability" of the DCM to other states.





## REGIONAL LEVEL STUDY PROGRAM

The regional section of the Spring Workshop will test the feasibility of the DCM in relation to the expectations placed upon the regional agencies under the model. This section will suggest possible revisions of the model as a result of its investigations.

The development of a draft manual of land use planning procedures for SCIR is another focus for the regional section. This will be reflected in a suggested three-year work program to be drafted for SCIR.

To begin work toward carrying out its assignments the members of the regional section have been divided into four teams to look at plan making models, coordination, development and conservation.

These teams are as follows:

R-1. PLAN MAKING MODELS TEAM  
MEMBERS: BEHR, MAJORS

The team dealing with Plan Making Models would adapt and develop a model for SCIR from the exploratory studies of the Fall Workshop. The model would be geared to relate to the priority issues, on the one hand, and the constraints of staffing and the other elements of the regional work program, on the other.

R-2. COORDINATION TEAM  
MEMBERS: DYKES, GOLUB

The Coordination Team would look at the problems of effective participation by local governments and interest groups within the region. Participation would include the scheduling of roles and timetable for officials and citizens. Coordination would include the use of consistent fiscal and regulatory policies by the local governments within the region.

R-3. DEVELOPMENT TEAM  
MEMBERS: ISLEY, LIN, MILLER

The Development Team would build a more complete statement of spatial requirements and location requirements for land use from the OEDP. The present county and city comprehensive plans would also be analyzed in terms of the land use plan for development.



## R-4. CONSERVATION TEAM

MEMBERS: ELKUS, KNUPP, PECK, SOONG

The Conservation Team would be concerned with agriculture, water development, and energy potentials. While these three rural land uses are strong and have future potentials to support development in the SCIR region, they would give focus to a concern for conservation as wise use of the region's resources.

Regional section teams will carry out and finish their assignments during the first phase of the Workshop (first five weeks). This phase of the Spring Workshop would result in five reports. Four of these reports will be team products dealing with the conservation and development issues, and with plan making and coordination activities for South Central Illinois. The fifth report, also to be completed during this first five weeks of the semester, will be the work program for the second phase.

The product at the end of the first five weeks will be:

A) The Plan Making Models Team will draft an outline of the guide manual.

B) The Coordination Team will outline a report on the role of the regional commission in relation to the municipal governments.

C) The Development Team and Conservation Team will outline the regional land use plan as well as define the service components on urban development and resource conservation and environmental preservation.

SCIR is seen as being the central client for the regional section. As in the state section, regular review sessions have been worked out for discussion, with representatives of SCIR, of the direction and redirection of the section's studies.



## INTERNAL OPERATION OF THE WORKSHOP

As already discussed, the Workshop will be divided into two separate sections. Each section will have a unique focus, membership and clients. Both sections, however, will be looking at various aspects of the workability of the DCM in Illinois.

Because members from both sections will be looking into similar subjects it was decided that for the first three to four weeks of the semester, Task Forces will be formed. These Task Forces will coordinate the initial stages of research into their assigned areas so as to avoid duplication of research time and the duplication of common reference materials. Thus the Land Use Models Task Force will include members from the Models Team of the regional section and the member of the state level section who will be investigating a similar topic.

In all cases, the Task Forces will define terms and formulate reference frameworks as required to provide a common language and conceptual base for the several studies. As research designs are drafted by individuals or teams, coordination of effort for efficiency will be assured.

These Task Forces are itemized below along with their responsibilities and team members.

### Land Use Models Task Force

Members: State: Steele  
Region: Majors, Behr

This Task Force will look at the DCM and the land use models developed in the Fall '75 Workshop. Its primary focus will be on revising where necessary the DCM.

#### Responsibilities:

1. Become thoroughly familiar with the structure and intent of the DCM and regional model.
2. Agree upon common terminology and concepts vis-a-vis the models.
3. Identify the ways that the DCM and regional model "fit together" and delineate necessary revisions.
4. Expand the sub-elements of the model as deemed appropriate.
5. Revise the operational structure of the DCM/regional model as indicated by other Task Force findings.





### Interaction Task Force

Members: State: Shane  
 Region: Dykes, Golub  
 Independent Study: Frank

The ways in which interaction must occur within the DCM will be in the focus of much of this group's work.

#### Responsibilities:

1. Identify common understanding of phrases and operations re: interaction.
2. Identify the ways in which interaction must occur in the DCM between the state/region/localities (e.g. graphic model and text.
3. Identify any models for governmental interaction/cooperation/coordination that may be useful.
4. Identify roles to be played by state/regions/local.
5. Indicate the actors/participants essential to the success of interaction by state/region/local.
6. Delineate the ways in which the DCM must be revised in light of findings.

### State Initiative Task Force

Members: State: Archer, Tick  
 Independent Study: Cumby, Burack

This group will begin identifying the factors involved in state level activities to initiate the DCM.

#### Responsibilities:

1. Identify key SLA's in relation to land use.
2. Investigate and isolate the budgeting process for SLA's in general and key agencies in specific.
3. Gain understanding of Illinois governmental structure and indicate how the DCM could operate under this structure.
4. Identify any changes in Illinois law and governmental structure/budget system necessary for adoption of DCM.
5. Identify the support necessary from federal/state/regional/local to begin DCM.
6. Prepare recommended revisions for DCM as shown by findings.



### Growth and Development Task Force

Members: State: H. Hatmaker

Region: Isley, Lin, Miller

This Task Force will examine the models and procedures that can be used to accommodate and plan for growth under the DCM.

#### Responsibilities:

1. Identify available development and growth oriented models.
2. Define uniform terminology and criteria for discussion.
3. Indicate the ways in which available models would/could operate under DCM in Illinois.
4. Identify federal/state/regional/local roles for growth/development management in DCM.
5. Identify federal programs that mandate growth centers be defined in some way.
6. Present necessary modifications of DCM in light of investigations.

### Conservation-Preservation Task Force

Members: State: J. Hatmaker

Region: Elkus, Knupp, Peck, Soong

The Conservation-Preservation Task Force will investigate the implications of Conservation vs. Preservation and suggest how each focus might be reflected in the DCM.

#### Responsibilities:

1. Define Conservation and Preservation as they should be connoted in the context of land use management terminology and concepts.
2. Identify models that emphasize either Conservation or Preservation or both.
3. Indicate how these models would be incorporated into the DCM.
4. Identify federal/state and regional roles and responsibilities for Conservation and Preservation.
5. Identify if possible federal or state programs that encourage or call for Conservation/Preservation.
6. Present modifications of DCM as called for by findings.



# TASK FORCE RELATIONSHIPS

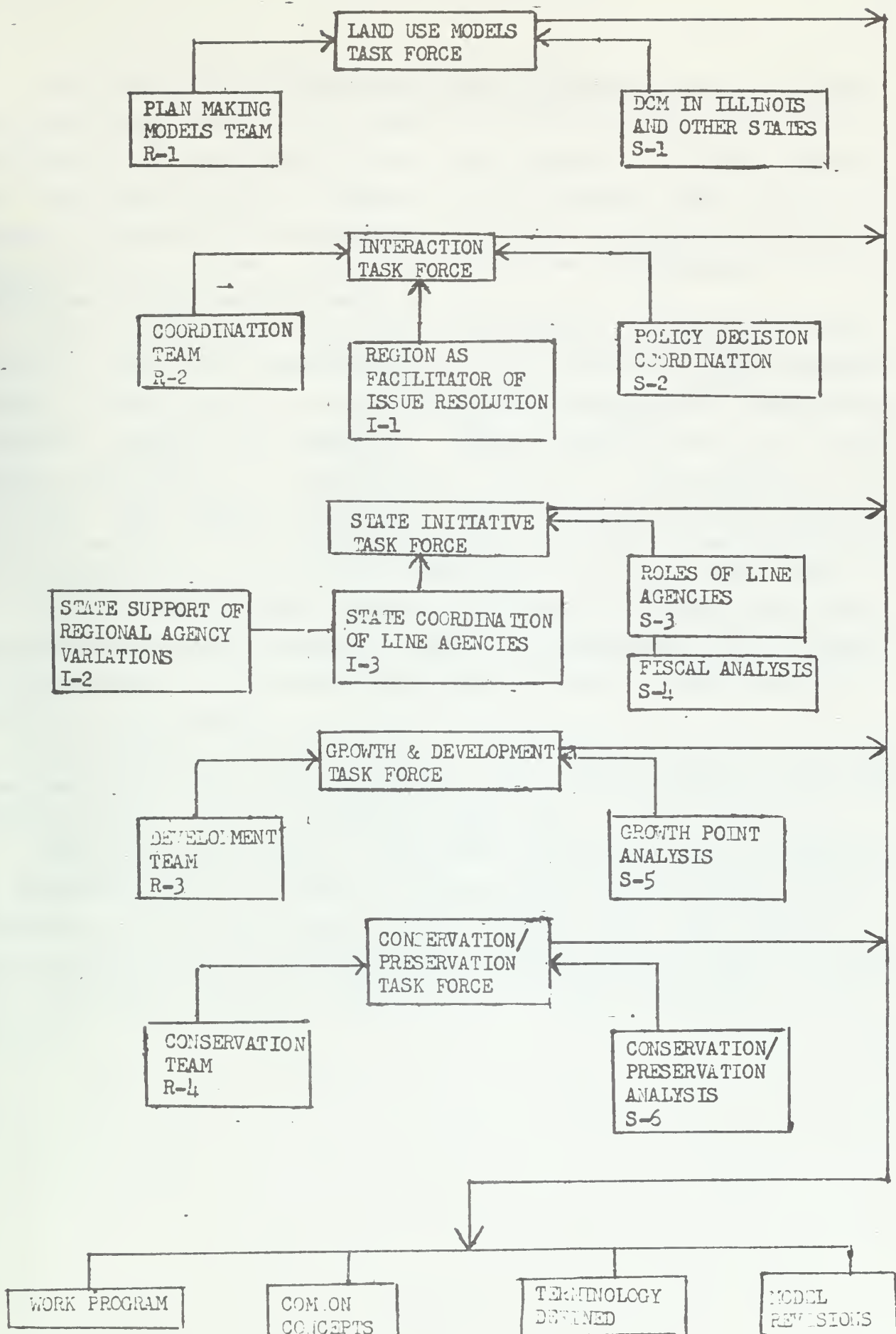


FIGURE 3





These Task Forces in no way negate the functions or responsibilities of the teams of the regional section or the study area assignments of individuals in the state section. The Task Forces are established simply to improve the efficiency of the initial research efforts of both sections and to set in motion a continuing communications process. (See Fig. No. 3 for a diagrammatic representation of the Task Forces).

Other mechanisms to draw the two sections together for mutual advantage have been incorporated into the structure of the Workshop. Looking at Fig. No. 4, it can be seen that seminars are scheduled at strategic points in the Semester. These seminars have fairly broad topics which will be of interest and utility to the members of both sections. The seminars also are a way of summarizing and synthesizing the results of the research of both sections so that a constructive perspective on the course of the work might be established.

In addition to these benefits, the various clients may attend seminars appropriate to their interests. The opportunity for specific feedback on the direction of the Workshop's effort is thus provided each client.

The Seminar on February 13th is important in that the focus for the remainder of the Semester's work for both the regional and state level sections will be decided at that time.

Throughout the semester, feedback concerning what is workable or unworkable about the DCM in Illinois will be solicited. This feedback will be both formal, in the form of Task Force reports, team reports, or individual progress reports, and informal, such as the discussion during the Seminars or at weekly meetings of each section.



SPRING WORKSHOP CALENDAR

<u>Week</u>	<u>Date</u>	<u>Event</u>
1	January 23	First Workshop meeting
2	January 27	SCIR Commission meeting
	January 30	<u>SEMINAR:</u> Models -- The DCM and the Regional Models
3	February 6	Regular Workshop meetings Draft <u>Task Force</u> reports due
4	February 13	<u>SEMINAR:</u> Defining the Work Program FINAL TASK FORCE REPORTS DUE
5	February 20	Regular Workshop meetings
6	February 27	Regular Workshop meetings
7	March 5	<u>SEMINAR:</u> Interaction under the DCM
8	March 12	<u>SEMINAR:</u> Land Use Policy in State and Regional Perspectives on Growth and Conservation
9	March 19	SPRING VACATION
10	March 26	REGULAR WORKSHOP MEETINGS
11	April 2	<u>SEMINAR:</u> State Initiatives for Land Use Development
12	April 9	REGULAR WORKSHOP MEETINGS
13	April 16	REGULAR WORKSHOP MEETINGS
14	April 23	<u>REVIEW SESSION:</u> DLGA and COSCAA will review the DCM and the findings of the Workshop
15	April 27	SCIR COMMISSION MEETING: Presentation of Workshop products and findings
	April 30	FINAL DRAFT OF REPORTS
16	May 7	FINAL EDITING OF REPORTS

Figure 4



Basic Assumptions for Testing in a Decentralized Model  
of State-Regional-Municipal Land Resource Management

1) Significance of State Size and Diversity

- A) Illinois is one of several states large in territory and diverse in characteristics by major sectors of the state. As a result, at least four major regional categories can be defined: The great metropolis; the moderate size metropolitan region; the urbanizing-rural region; and the rural region.
- B) Because of this diversity, a state such as Illinois lacks readily agreed upon statewide unifying issues such as have been identified in smaller, less complex portions of the nation. Dealing with a wide range of issues only at the statewide level could, therefore, lead to levels of generalization in statements which are shallow and vague at best or unusable at worst. Given the mix of conditions and issues, attention to the level of detail required to define many operational land resource operational policies should be delegated to at least the regional scale.

2) State Responsibilities

- A) The state has ultimate authority and therefore responsibility to see that a coordinated land use management system is established and works effectively. A major aspect of this responsibility includes defining and allocating functions as required among the several levels of governmental units.
- B) Because land use decisions affect a wide range of diverse public and private properties, decision making should be decentralized to the lowest level capable of managing a given function within the overall system and process overseen by the State.

3) Regional Responsibilities

- A) Working within consistent parameters or guidelines defined by the State\*, regional activities should focus upon the identification of optimal balanced development based upon urban resource and population assets and quantifiable factors such as locational characteristics of the region. This optimum development will require a balancing of recommended rural and urban land use policies and consideration of environmental impact.
- B) The region should advise on state and local resource allocation among short and long term programs and projects aimed at achieving optimum balanced development.
- C) The region should consider the social and environmental impacts of land use policies and programs, and recommend development policy modifications as required to fit the goals and concerns of the people of the region.
- D) The region should assure that implementation of land use policies and plans will preserve and enhance the cultural heritage and values of the region and its communities.

\* Such as population projections, statewide functional plans, and/or articulated statewide goals and policy.





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- E) Working within the context of the statewide system and delegated local authority, the region should promote and stimulate intergovernmental agreements or action as necessary to assure responsible addressing of land resource issues which transcend individual county or community boundaries.

#### Local Responsibilities

- A) County governments should be concerned with both urban and rural development but give priority attention to the affect of land use policies and development programs outside of incorporated areas.
- B) Cities should be concerned with urban and rural land use policies but give priority attention to urban and/or community oriented land development and conservation policies.

#### State-Regional-Local Land Resource Management Procedures

- 1) The state government shall recognize and support regional and local initiatives in land use planning, provided that such activity is executed in context with the overall system defined and overseen by the State.
- A) The state legislature shall provide enabling legislation establishing regional and local authority and allocating appropriate functions.
- B) The Governor shall see that appropriate inventories are made so that applicable state plans and policies of the line agencies are provided to regional and local agencies and that such groups be given an opportunity to comment upon such plans and policies prior to adoption or implementation.
- C) By Executive Order or by legislation, appropriate procedures shall be mandated for the review of regional plans and policies and for the adoption of those plan elements or policies required to give direction to state functional planning and programming.



2) The region shall establish an agency comprising local elected officials from the counties and cities within the region to formulate and adopt land use plans and policies.

A) Effective liaison with state and federal agencies is a continuing responsibility and requirement of the region.

B) The region shall formulate and adopt regional plans and policies appropriate to the region under three major hearings:

- 1) Urban development policies (housing, transportation, economic development and community facilities).
- 2) Resource conservation policies (agriculture, water supply, and energy development)
- 3) Environmental preservation policies (air and water quality, historic preservation, and wildlife preservation).

Preparation of these general elements shall include the assessment and recommendation of policy within supportive elements (manpower, education, health, etc.) necessary to assure implementation.

C) The region shall establish official review and citizen participation procedures appropriate to the region's political, social, and cultural characteristics.

D) By negotiation and agreement in each region, the extent and scope of regional land use plans and policies in relation to county and city plans and policies shall be determined. Where feasible, regional plans and policies for land use would appropriately constitute the plans and policies used by units of local government in reviewing projects and in operating land use management instruments.

E) The region shall devise with the counties and cities land use management procedures which place responsibility for the operation of regulatory and other instruments in the hands of the municipalities and counties while retaining an effective review by the region to assure consistency and conformity to adopted regional policies.

F) The regional agency shall be responsible for transmittal of drafts of plans and policies to the appropriate state and federal agencies, and for liaison with these agencies in behalf of the municipalities and counties of the region. This role by the region does not in any way preclude direct negotiations between units of local government, the state and federal agencies so long as the regional agency is informed.





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